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ABSTRACT

This report addresses the main issues of reform for intercollegiate athletics and suggests solutions. The first chapter introduces the core of the report's interest: the place of athletics on the nation's campuses and the imperative to place the well-being of the student-athlete at the forefront of the concerns. The second chapter presents recommendations and outlines a new structure of intercollegiate athletics characterized by the "one-plus-three" model: presidential control directed toward academic integrity, financial integrity, and independent certification. The third chapter calls for a nationwide effort, growing from the campuses outward, to put the "one-plus-three" model into effect and suggests appropriate roles for each of the major groups on campus. Among the recommendations proposed in the report are the following: (1) trustees will delegate to the president the administrative authority to govern the athletics program; (2) the policy role of presidents will be enhanced throughout the decision-making structures of the National Collegiate Athletic Association; (3) an athlete's eligibility each year, and each academic term, will be based on continuous progress toward graduation within 5 years of enrollment; and (4) contracts for athletics-related outside income of coaches and administrators, including shoe and equipment contracts, will be negotiated through the university. Contains an appendix. (GLR)

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KEEPING FAITH WITH THE STUDENT-ATHLETE

A New Model For Intercollegiate Athletics

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REPORT OF THE

KNIGHT FOUNDATION

Commission On Intercollegiate Athletics

MARCH, 1991

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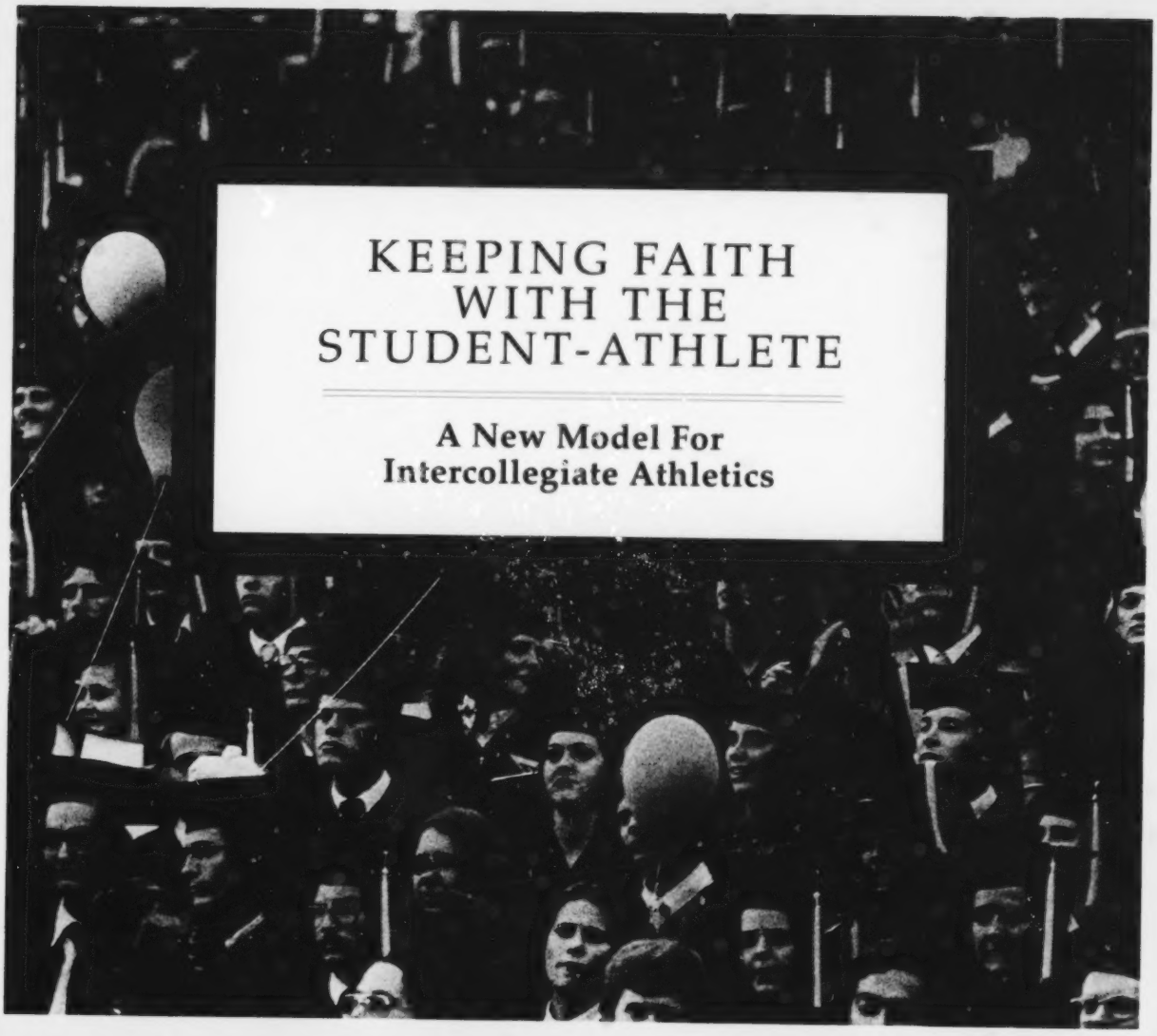

KEEPING FAITH WITH THE STUDENT-ATHLETE

A New Model For Intercollegiate Athletics

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REPORT OF THE

KNIGHT FOUNDATION

Commission On
Intercollegiate Athletics

March, 1991

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Letter Of Transmittal

Mr. Lee Hills
Vice Chairman
Board of Trustees
Knight Foundation
2 South Biscayne Boulevard
Miami, Florida 33131

Dear Mr. Hills,

On October 19, 1989, the Trustees of Knight Foundation created this Commission and directed it to propose a reform agenda for intercollegiate athletics. In doing so, they expressed concern that abuses in athletics had reached proportions threatening the very integrity of higher education, which is one of the principal program interests of the Foundation.

It has been our privilege to co-chair this endeavor and on behalf of the members of the Commission we are pleased to transmit this report, Keeping Faith with the Student-Athlete: A New Model for Intercollegiate Athletics.

In developing its recommendations, the Commission spent more than a year in study and debate, and benefited from the advice and suggestions of more than 80 experts. During a series of public meetings, we heard from athletics administrators, coaches, student-athletes, scholars, journalists, leaders of professional leagues and others. Their names appear in Appendix B.

The demanding task of monitoring college sports is made all the more difficult today by a confluence of new factors. These include the perception that ethical behavior in the larger society has broken down, the public's insistence on winning local teams, and the growth of television combined with the demand for sports programming. Clearly, universities have not immunized themselves from these developments.

We sense that public concern about abuse is growing. The public appears ready to believe that many institutions achieve their athletic goals not through honest effort but through equivocation, not by hard work and sacrifice but by hook or by crook. If the public's perception is correct, both the educational aims of athletics and the institutions' integrity are called into question.

Letter Of Transmittal

We have attempted to define the problems as we understand them and to suggest solutions, not search for scapegoats. This report addresses what we consider to be the main issues and does not attempt to treat subordinate matters in any detail. Even in respect to what we see as the major issues, we place less emphasis on specific solutions than on proposing a structure through which these issues — and others arising in the future — can be addressed by the responsible administrators.

The first chapter introduces the core of our interest: the place of athletics on our campuses and the imperative to place the well-being of the student-athlete at the forefront of our concerns. Chapter II presents our recommendations. It outlines a new structure for intercollegiate athletics in which the well-being of student-athletes, our overarching goal, is attained by what we call the "one-plus-three" model — presidential control directed toward academic integrity, financial integrity and independent certification. The third chapter calls for a nationwide effort, growing from our campuses outward, to put the "one-plus-three" model into effect and suggests appropriate roles for each of the major groups on campus.

The members of the Commission were straightforward in their discussions and are candid in this report regarding both the strengths and the weaknesses of intercollegiate athletics. Although individual members of the Commission may have reservations about the details of some of these recommendations, they are unanimous in their support of the broad themes outlined in this document.

The Commission's commitment to the reform of college sport does not end with this report. We will follow through. We plan to monitor the progress in implementing the "one-plus-three" model. In twelve months we will revisit these issues and define what remains to be accomplished.

On a personal note, we want to express our deep sadness on learning, as this document went to press, of the death of a man who played a pivotal role in establishing the Commission, James L. Knight, Chairman of the Knight Foundation. We speak for the entire Commission in expressing our sympathy and our hope that this report keeps faith with Mr. Knight's vision of what intercollegiate sport can be at its best.

Respectfully,

William C. Friday
Co-Chairman
President
William R. Kenan, Jr. Fund

Theodore M. Hesburgh, C.S.C.
Co-Chairman
President Emeritus
University of Notre Dame

Introduction

At their best, which is most of the time, intercollegiate athletics provide millions of people — athletes, undergraduates, alumni and the general public — with great pleasure, the spectacle of extraordinary effort and physical grace, the excitement of an outcome in doubt, and a shared unifying experience. Thousands of men and women in the United States are stronger adults because of the challenges they mastered as young athletes.

But at their worst, big-time college athletics appear to have lost their bearings. With increasing frequency they threaten to overwhelm the universities in whose name they were established and to undermine the integrity of one of our fundamental national institutions: higher education.

The Knight Commission believes that intercollegiate athletics, kept in perspective, are an important part of college life. We are encouraged by the energy of the reform movement now under way. But the clamor for reform and the disturbing signals of government intrusion confirm the need to rethink the management and fundamental premises of intercollegiate athletics.

The Commission's bedrock conviction is that university presidents are the key to successful reform. They must be in charge — and be *understood* to be in charge — on campuses, in conferences and in the decision-making councils of the NCAA.

We propose what we call the "one-plus-three" model, a new structure of reform in which the "one" — presidential control — is directed toward the "three"— academic integrity, financial integrity and independent certification. With such a model in place, higher education can address all of the subordinate difficulties in college sports. Without such a model, athletics reform will continue in fits and starts, its energy squandered on symptoms, the underlying problems ignored.

This is how these recommendations can help change college sport:

PRESIDENTIAL CONTROL

1. Trustees will delegate to the president — not reserve for the board or individual members of the board — the administrative authority to govern the athletics program.

2. Presidents will have the same degree of control over athletics that they exercise elsewhere in the university, including the authority to hire, evaluate

and terminate athletics directors and coaches, and to oversee all financial matters in their athletics departments.

3. The policy role of presidents will be enhanced throughout the decision-making structures of the NCAA.

4. Trustees, alumni and local boosters will defer to presidential control.

ACADEMIC INTEGRITY

1. Cutting academic corners in order to admit athletes will not be tolerated. Student-athletes will not be admitted unless they are likely, in the judgment of academic officials, to graduate. Junior college transfers will be given no leeway in fulfilling eligibility requirements.

2. "No Pass, No Play" will be the byword of college sports in admissions, academic progress and graduation rates.

3. An athlete's eligibility each year, and each academic term, will be based on continuous progress toward graduation within five years of enrollment.

4. Graduation rates of student-athletes in each sport will be similar to the graduation rates of other students who have spent comparable time as full-time students.

FINANCIAL INTEGRITY

1. Athletics departments will not operate as independent subsidiaries of the university. All funds raised and spent for athletics will go through the university's central financial controls and will be subject to the same oversight and scrutiny as funds in other departments. Athletics foundations and booster clubs will not be permitted to provide support for athletics programs outside the administration's direct control.

2. Contracts for athletics-related outside income of coaches and administrators, including shoe and equipment contracts, will be negotiated through the university.

3. Institutional funds can be spent on athletics programs. This will affirm the legitimate role of athletics on campus and can relieve some of the pressure on revenue-producing teams to support non-revenue sports.

CERTIFICATION

1. Each year, every NCAA institution will undergo a thorough, independent audit of all academic and financial matters related to athletics.

2. Universities will have to withstand the scrutiny of their peers. Each NCAA institution awarding athletics aid will be required to participate in a comprehensive certification program. This program will verify that the athletics department follows institutional goals, that its fiscal controls are sound, and that athletes in each sport resemble the rest of the student body in admissions, academic progress and graduation rates.

The reforms proposed above are designed to strengthen the bonds that connect student, sport and higher learning. Student-athletes should compete successfully in the classroom as well as on the playing field and, insofar as possible, should be indistinguishable from other undergraduates. All athletes — men or women, majority or minority, in revenue-producing and non-revenue sports — should be treated equitably.

In order to help presidents put the "one-plus-three" model into effect, the Commission proposes a statement of principles to be used as the basis for intensive discussion at each institution. Our hope is that this discussion will involve everyone on the campus with major responsibilities for college sports. These principles support the "one-plus-three" model and can be employed as a starting point on any campus wishing to take the recommendations of this document seriously. We recommend incorporating these principles into the NCAA's certification process and using that process as the foundation of a nationwide effort to advance athletics reform. Ideally, institutions will agree to schedule only those colleges and universities that have passed all aspects of the certification process. Institutions that refuse to correct deficiencies will find themselves isolated by the vast majority of administrators who support intercollegiate sports as an honorable tradition in college life.

Lamar Alexander
President, University of Tennessee

Creed C. Black
President, Knight Foundation, Ex-officio

Douglas S. Dibbert
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James J. Whalen
President, Ithaca College

Clifton R. Wharton
Chairman & CEO, TIAA-CREF

Charles E. Young
Chancellor, University of California, Los Angeles

. The Need For Reform

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"This is not an athletics problem. This is a mission problem where the institution has not accepted the athletics program as part and parcel of the educational objectives of the university."

Jack Lengyel
Athletics Director
U.S. Naval Academy
Commission Panelist
April 17, 1990

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As our nation approaches a new century, the demand for reform of intercollegiate athletics has escalated dramatically. Educational and athletics leaders face the challenge of controlling costs, restraining recruiting, limiting time demands, and restoring credibility and dignity to the term "student-athlete." In the midst of these pressures, it is easy to lose sight of the achievements of intercollegiate sports and easier still to lose sight of why these games are played.

The appeal of competitive games is boundless. In ancient times, men at war laid down their weapons to compete in the Olympic games. Today, people around the globe put aside their daily cares to follow the fortunes of their teams in the World Cup. In the United States, the Super Bowl, the World Series, college football and the NCAA basketball tournament command the attention of millions. Sports have helped break down bigotry and prejudice in American life. On the international scene, they have helped integrate East and West, socialist and capitalist. The passion for sport is universal, shared across time and continents.

Games and sports are educational in the best sense of that word because they teach the participant and the observer new truths about testing oneself and others, about the enduring values of challenge and response, about teamwork, discipline and perseverance. Above all, intercollegiate contests — at any level of skill — drive home a fundamental lesson: Goals worth achieving will be attained only through effort, hard work and sacrifice, and sometimes even these will not be enough to overcome the obstacles life places in our path.

The value and successes of college sport should not be overlooked. They are the foundation of our optimism for the future. At the 828 colleges and universities which comprise the National Collegiate Athletic Association (NCAA), over 254,000 young men and women participate in 21 different sports each year in about one quarter of a million contests. At the huge majority of these institutions, virtually all of these young athletes participate in these contests without any evidence of scandal or academic abuse. This record is one in which student-athletes and university administrators can take pride and from which the Knight Foundation Commission takes heart.

All of the positive contributions that sports make to higher education, however, are threatened by disturbing patterns of abuse, particularly in some big-time programs. These patterns are grounded in institutional indifference, presidential

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neglect, and the growing commercialization of sport combined with the urge to win at all costs. The sad truth is that on too many campuses big-time revenue sports are out of control.

The assumption of office by a new executive director of the NCAA coincides with renewed vigor for major reform on the part of athletics administrators and university presidents. Reform efforts are well underway. One conference has voted to bar from athletics participation all students who do not meet NCAA freshman-eligibility standards. One state has decided to require all students in publicly supported institutions to maintain a "C" average in order to participate in extracurricular activities, including intercollegiate sports. Judging by the tone of recent NCAA conventions, concern for the university's good name and the welfare of the student-athlete — irrespective of gender, race or sport — will be the centerpiece of athletics administration as we approach a new century. We do not want to interfere with that agenda. We hope to advance it.

THE PROBLEM

The problems described to the Commission — in more than a year of meetings and discussions with athletics directors, faculty representatives, coaches, athletes, conference leaders, television officials and accrediting associations — are widespread. They are not entirely confined to big schools ... or to football or basketball ... or to men's sports. But they are most apparent within major athletics programs and are concentrated most strongly in those sports for which collegiate participation serves the talented few as an apprenticeship for professional careers.

Recruiting, the bane of the college coach's life, is one area particularly susceptible to abuse. While most institutions and coaches recruit ethically and within the rules, some clearly do not. Recruiting abuses are the most frequent cause of punitive action by the NCAA. Even the most scrupulous coaching staffs are trapped on a recruiting treadmill, running through an interminable sequence of letters, telephone calls and visits. The cost of recruiting a handful of basketball players each year exceeds, on some campuses, the cost of recruiting the rest of the freshman class.

Athletics programs are given special, often unique, status within the university; the best coaches receive an income many times that of most full professors; some coaches succumb to the pressure to win with recruiting violations and even the abuse of players; boosters respond to athletic performance with gifts and under-the-table payments; faculty members, presidents and other administrators, unable to control the enterprise, stand by as it undermines the institution's goals in the name of values alien

to the best the university represents.

These programs appear to promise a quick route to revenue, recognition and renown for the university. But along that road, big-time athletics programs often take on a life of their own. Their intrinsic educational value, easily lost in their use to promote extra-institutional goals, becomes engulfed by the revenue stream they generate and overwhelmed by the accompanying publicity. Now, instead of the institution alone having a stake in a given team or sport, the circle of involvement includes the television networks and local stations that sell advertising time, the corporations and local businesses buying the time, the boosters living vicariously through the team's success, the local economies critically dependent on the big game, and the burgeoning population of fans who live and die with the team's fortunes.

In this crucible, the program shifts from providing an exciting avenue of expression and enjoyment for the athletes and their fans to maximizing the revenue and institutional prestige that can be generated by a handful of highly-visible teams. The athletics director can become the CEO of a fair-sized corporation with a significant impact on the local economy. The "power coach," often enjoying greater recognition throughout the state than most elected officials, becomes chief operating officer of a multi-million dollar business.

Within the last decade, big-time athletics programs have taken on all of the trappings of a major entertainment enterprise. In the search for television revenues, traditional rivalries have been tossed aside in conference realignments, games have been rescheduled to satisfy broadcast preferences, the number of games has multiplied, student-athletes have been put on the field at all hours of the day and night, and university administrators have fallen to quarrelling among themselves over the division of revenues from national broadcasting contracts.

But the promise of easy access to renown and revenue often represents fool's gold. Recognition on the athletic field counts for little in the academic community. Expenses are driven by the search for revenues and the revenue stream is consumed, at most institutions, in building up the program to maintain the revenue. Renown for athletic exploits can be a two-edged sword if the university is forced to endure the

public humiliation of sanctions brought on by rules violations. Above all, the fragile institution of the university often finds itself unable to stand up against the commitment, the energy and the passion underlying modern intercollegiate athletics.

In the circumstances we have described, it is small wonder that three out of four Americans believe that television dollars, not administrators, control college sports. But the underlying problems existed long before the advent of television. A 1929 report from the Carnegie Fund for the Advancement of Teaching identified many of the difficulties still with us today. In college athletics, it said, recruiting had become corrupt, professionals had replaced amateurs, education was being neglected, and commercialism reigned. That document still rings true today, reminding us that it is an oversimplification to blame today's problems on television alone. Even so, the lure of television dollars has unquestionably added a new dimension to the problem and must be addressed.

Above all, the fragile institution of the university often finds itself unable to stand up against the commitment, the energy, and the passion underlying modern intercollegiate athletics.

At the root of the problem is a great reversal of ends and means. Increasingly, the team, the game, the season and "the program" — all intended as expressions of the university's larger purposes — gain ascendancy over the ends that created and nurtured them. Non-revenue sports receive little attention and women's programs take a back seat. As the educational context for collegiate athletics competition is pushed aside, what remains is, too often, a self-justifying enterprise whose connection with learning is tainted by commercialism and incipient cynicism.

In the short term, the human price for this lack of direction is exacted from the athletes whose talents give meaning to the system. But the ultimate cost is paid by the university and by society itself. If the university is not itself a model of ethical behavior, why should we expect such behavior from students or from the larger society?

Pervasive though these problems are, they are not universal. This is true even if the universe is restricted to the roughly 300 institutions playing football or basketball at the highest levels. But they are sufficiently common that it is no longer possible to conclude they represent the workings of a handful of misguided individuals or a few "rotten apples." One recent analysis indicates that fully one-half of all Division I-A institutions (the 106 colleges and universities with the most competitive and expensive football programs) were the object of sanctions of varying severity from the NCAA during the 1980s. Other institutions, unsanctioned, graduate very few student-athletes in revenue-producing sports.

The problems are so deep-rooted and long-standing that they must be understood to be systemic. They can no longer be swept under the rug or kept under control by tinkering around the edges. Because these problems are so widespread, nothing short of a new structure holds much promise for restoring intercollegiate athletics to their proper place in the university. This report of the Knight Foundation Commission is designed to suggest such a structure.

We are at a critical juncture with respect to the intercollegiate athletics system. We believe college sports face three possible futures:

- higher education will put its athletics house in order from within;
- athletics order will be imposed from without and college sports will be regulated by government; or
- abuse — unchecked — will spread, destroying not only the intrinsic value of intercollegiate athletics but higher education's claim to the high moral ground it should occupy.

Concern for the health of both intercollegiate athletics and American higher education makes the choice clear.

FOCUS ON STUDENTS

Even clearer, in the Commission's view, is the need to start with the student-athlete. The reforms we deem essential start with respect for the dignity of the young men and women who compete and the conviction that they occupy a legitimate place as students on our campuses. If we can get that right, everything else will fall into place. If we cannot, the rest of it will be all wrong.

Regulations governing the recruitment of student-athletes — including letters-of-intent, and how and under what conditions coaches may contact athletes — take up 30 pages of the *NCAA Manual*. But there is no requirement that the prospective student-athlete be found academically admissible before accepting a paid campus visit. A prospective player can very easily agree to attend an institution even though the admissions office does not know of the student's existence. Similarly, student-athletes deemed eligible in the fall can compete throughout the year, generally regardless of their academic performance in the first term.

It is hard to avoid the conclusion that there are few academic constraints on the student-athlete. Non-academic prohibitions, on the other hand, are remarkable. Athletics personnel are not permitted to offer rides to student-athletes. University

officials are not permitted to invite a student-athlete home for dinner on the spur of the moment. Alumni are not allowed to encourage an athlete to attend their alma mater.

Each of these prohibitions — and the many others in the *NCAA Manual* — can be understood individually as a response to a specific abuse. But they add up to a series of checks and balances on the *student-athlete as an athlete* that have nothing to do with the *student-athlete as a student*. Some rules have been developed to manage potential abuse in particular sports, at particular schools, or in response to the particular circumstances of individual athletes. Whatever the origin of these regulations, the administration of intercollegiate athletics is now so overburdened with legalism and detail that the *NCAA Manual* more nearly resembles the IRS Code than it does a guide to action.

It is time to get back to first principles. Intercollegiate athletics exist first and foremost for the student-athletes who participate, whether male or female, majority or minority, whether they play football in front of 50,000 or field hockey in front of their friends. It is the university's obligation to educate all of them, an obligation perhaps more serious because the demands we place on them are so much more severe. Real reform must begin here.

A New Model: "One-Plus-Three"

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"I think the temptation is for us to throw up our arms and say we can't possibly change this mess...Such a position is pretty feeble in light of what's happened in Eastern Europe. If the Berlin Wall can come crumbling down, I find it hard to believe we can't deal with the problems of college athletics."

Patty Viverito
Commissioner
Gateway Collegiate Athletic Conference
Commission Panelist
March 14, 1990

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A New Model: "One-Plus-Three"

Individual institutions and the NCAA have consistently dealt with problems in athletics by defining most issues as immediate ones: curbing particular abuses, developing nationally uniform standards, or creating a "level playing field" overseen by athletics administrators.

But the real problem is not one of curbing particular abuses. It is a more central need to have academic administrators define the terms under which athletics will be conducted in the university's name. The basic concern is not nationally uniform standards. It is a more fundamental issue of grounding the regulatory process in the primacy of academic values. The root difficulty is not creating a "level playing field." It is insuring that those on the field are students as well as athletes.

We reject the argument that the only realistic solution to the problem is to drop the student-athlete concept, put athletes on the payroll, and reduce or even eliminate their responsibilities as students.

Such a scheme has nothing to do with education, the purpose for which colleges and universities exist. Scholarship athletes are already paid in the most meaningful way possible: with a free education. The idea of intercollegiate athletics is that the teams represent their institutions as true members of the student body, not as hired hands. Surely American higher education has the ability to devise a better solution to the problems of intercollegiate athletics than making professionals out of the players, which is no solution at all but rather an unacceptable surrender to despair.

It is clear to the Commission that a realistic solution will not be found without a serious and persistent commitment to a fundamental concept: intercollegiate athletics must reflect the values of the university. Where the realities of intercollegiate competition challenge those values, the university must prevail.

The reform we seek takes shape around what the Commission calls the "one-plus-three" model. It consists of the "one" — presidential control[1] — directed toward the "three" — academic integrity, financial integrity and accountability through certification. This model is fully consistent with the university as a context for vigorous and exciting intercollegiate competition. It also serves to bond athletics to the purposes of the university in a way that provides a new framework for their conduct.

1. Throughout this report, the reference to presidents denotes the president or chancellor, i.e. the chief executive officer on the campus of the institution.

The three sides of the reform triangle reinforce each other. Each strengthens the other two. At the same time, the three principles can only be realized through presidential leadership. The coach can only do so much to advance academic values. The athletics director can only go so far to guarantee financial integrity. The athletics department cannot certify itself. But the president, with a transcendent responsibility for every aspect of the university, can give shape and focus to all three.

With such a foundation in place, higher education can renew its authentic claim on public confidence in the integrity of college sports. All of the subordinate issues and problems of intercollegiate athletics — athletics dorms, freshman eligibility, the length of playing seasons and recruitment policies — can be resolved responsibly within this model. Without such a base, athletics reform is doomed to continue in fits and starts, its energy rising and falling with each new headline, its focus shifting to respond to each new manifestation of the underlying problems. It is the underlying problems, not their symptoms, that need to be attacked. The "one-plus-three" model is the foundation on which those who care about higher education and student-athletes can build permanent reform.

THE "ONE": PRESIDENTIAL CONTROL

Presidents are accountable for the major elements in the university's life. The burden of leadership falls on them for the conduct of the institution, whether in the classroom or on the playing field. The president cannot be a figurehead whose leadership applies elsewhere in the university but not in the athletics department.

The following recommendations are designed to advance presidential control:

1. **Trustees should explicitly endorse and reaffirm presidential authority in all matters of athletics governance.** The basis of presidential authority on campus is the governing board. If presidential action is to be effective, it must have the backing of the board of trustees. We recommend that governing boards:

   - ❑ Delegate to the president administrative authority over financial matters in the athletics program.
   - ❑ Work with the president to develop common principles for hiring,

evaluating and terminating all athletics administrators, and affirm the president's role and ultimate authority in this central aspect of university administration.

❑ Advise each new president of its expectations about athletics administration and annually review the athletics program.

❑ Work with the president to define the faculty's role, which should be focused on academic issues in athletics.

2. Presidents should act on their obligation to control conferences. We believe that presidents of institutions affiliated with athletics conferences should exercise effective voting control of these organizations. Even if day-to-day representation at conference proceedings is delegated to other institutional representatives, presidents should formally retain the authority to define agendas, offer motions, cast votes or provide voting instructions, and review and, if necessary, reshape conference decisions.

3. Presidents should control the NCAA. The Knight Commission believes hands-on presidential involvement in NCAA decision-making is imperative. As demonstrated by the overwhelming approval of their reform legislation at the 1991 NCAA convention, presidents have the power to set the course of the NCAA — if they will use it. The Commission recommends that:

❑ Presidents make informed use of the ultimate NCAA authority — their votes on the NCAA convention floor. They should either attend and vote personally, or familiarize themselves with the issues and give their representatives specific voting instructions. Recent procedural changes requiring that pending legislation be published for review several months before formal consideration simplify this task enormously.

❑ The Presidents Commission follow up its recent success with additional reform measures, beginning with the legislation on academic requirements it proposes to sponsor in 1992. The Commission can and should consolidate its leadership role by energetic use of its authority to draft legislation, to determine whether balloting will be by roll call or paddle, and to order the convention agenda.

❑ Presidents stay the course. Opponents of progress have vowed they will be back to reverse recent reform legislation. Presidents must challenge

these defenders of the status quo. They cannot win the battle for reform if they fight in fits and starts — their commitment to restoring perspective to intercollegiate athletics must be complete and continuing.[2]

4. Presidents should commit their institutions to equity in all aspects of intercollegiate athletics. The Commission emphasizes that continued inattention to the requirements of Title IX (mandating equitable treatment of women in educational programs) represents a major stain on institutional integrity. It is essential that presidents take the lead in this area. We recommend that presidents:

- Annually review participation opportunities in intercollegiate programs by gender.
- Develop procedures to insure more opportunities for women's participation and promote equity for women's teams in terms of schedules, facilities, travel arrangements and coaching.

5. Presidents should control their institution's involvement with commercial television. The lure of television dollars has clearly exacerbated the problems of intercollegiate athletics. Just as surely, institutions have not found the will or the inclination to define the terms of their involvement with the entertainment industry. Clearly, something must be done to mitigate the growing public perception that the quest for television dollars is turning college sports into an entertainment enterprise. In the Commission's view it is crucial that presidents, working through appropriate conference and NCAA channels, immediately and critically review contractual relationships with networks. It is time that institutions clearly prescribe the policies, terms and conditions of the televising of intercollegiate athletics events. Greater care must be given to the needs and obligations of the student-athlete and the primacy of the academic calendar over the scheduling requirements of the networks.

THE "THREE": ACADEMIC INTEGRITY

The first consideration on a university campus must be academic integrity. The fundamental premise must be that athletes are students as well. They should not be

2. Congressman McMillen offers the following opinion: I wholeheartedly agree with this report's call for greater control of intercollegiate athletics by university and college presidents. However, this report offers no road map as to how this control is to be achieved. While the 1991 NCAA convention was a pleasant departure from recent history, there is no guarantee that presidents will continue to guide the reform process. In fact, previous conventions have demonstrated that presidents can be thwarted in their efforts. I recommend that institutional changes be made in the NCAA to ensure presidents' absolute control of the Association. If a requirement that presidents comprise a majority of the NCAA Council is not practical, then a higher body should be created, controlled by presidents, which establishes broad policy for the conduct of intercollegiate athletics.

considered for enrollment at a college or university unless they give reasonable promise of being successful at that institution in a course of study leading to an academic degree. Student-athletes should undertake the same courses of study offered to other students and graduate in the same proportion as those who spend comparable time as full-time students. Their academic performance should be measured by the same criteria applied to other students.

Under current regulations, however, it is possible for a student-athlete to remain eligible each year but still be far from a degree after five years as a full-time student.

Admissions — At some Division I institutions, according to NCAA data, every football and basketball player admitted in the 1988-89 academic year met the university's regular admissions standards.[3] At others, according to the same data, not a single football or basketball player met the regular requirements. At half of all Division I-A institutions, about 20 percent or more of football and basketball players are "special admits," i.e. admitted with special consideration. That rate is about 10 times as high as the rate for the total student body.

The Commission believes that the freshman eligibility rule known as Proposition 48 has improved the academic preparation of student-athletes.[4] Proposition 48 has also had some unanticipated consequences. Virtually unnoticed in the public discussion about Proposition 48 is the requirement that the high school grade point average be computed for only 11 units of academic work. Out of 106 Division I-A institutions, 97 of them (91 percent) require or recommend more than 11 high school academic units for the typical high school applicant.[5] In fact, 73 Division I-A institutions, according to their published admissions criteria, require or recommend 15 or more academic high school units from all other applicants.

Academic Progress — The most recent NCAA data indicate that in one-half of all Division I institutions about 90 percent of all football and basketball players are meeting "satisfactory" progress requirements and are, therefore, eligible for intercollegiate competition.[6] Under current regulations, however, it is possible for a student-athlete to remain eligible each year but still be far from a degree after five years as a full-time student. The 1991 NCAA convention began to address this issue in enacting provi-

3. "Academic Reporting Compilation: 1989, Division I." Mission, Kansas: National Collegiate Athletic Association, April 12, 1990, Table 1.

4. Proposition 48, an initial eligibility rule, provides that in order to be eligible to play in his or her freshman year, the incoming student-athlete must have (1) a minimum cumulative grade point average of 2.00 in 11 academic units and (2) a minimum combined total of 700 on the SAT or a minimum 18 composite score on the ACT. Institutions are, of course, free to insist on higher standards for admission and eligibility.

5. See institutional statements of admissions requirements for 106 Division I-A institutions in The College Handbook 1991. (28th Edition)

6. "Academic Reporting Compilation, 1989, Division I." Table 5. New York: College Entrance Examination Board, 1990.

sions requiring that at the end of the third year of enrollment, student-athletes should have completed 50 percent of their degree requirements.

The 1991 convention also made significant headway in reducing the excessive time demands athletic participation places on student-athletes. Throughout the 1980s, according to recent NCAA research, football and basketball players at Division I-A institutions spent approximately 30 hours a week on their sports in season, more time than they spent attending or preparing for class.[7] Football and basketball are far from the only sinners. Baseball, golf and tennis players report the most time spent on sports. Many other sports for both men and women, including swimming and gymnastics, demand year-round conditioning if athletes are to compete successfully. It remains to be seen whether the recent NCAA legislation will make a genuine dent in the onerous demands on students' time.

Neil Leifer

Graduation Rates — At some Division I institutions, 100 percent of the basketball players or the football players graduate within five years of enrolling.[8] At others, none of the basketball or football players graduate within five years. In the typical Division I college or university, only 33 percent of basketball players and 37.5 percent of football players graduate within five years. Overall graduation rates for all student-athletes (men and women) in Division I approach graduation rates for all students in Division I according to the NCAA — 47 percent of all student-athletes in Division I graduate in five years.

Dreadful anecdotal evidence about academic progress and graduation rates is readily available. But the anecdotes merely illustrate what the NCAA data confirm: About two-thirds of the student-athletes in big-time, revenue-producing sports have not received a college degree within five years of enrolling at their institution.

The Commission's recommendations on academic integrity can be encapsulated in a very simple concept — "No Pass, No Play." That concept, first developed for high school athletics eligibility in Texas, is even more apt for institutions of higher education. It applies to admissions, to academic progress and to graduation rates.

The following recommendations are designed to advance academic integrity:

1. The NCAA should strengthen initial eligibility requirements. Proposition 48 has served intercollegiate athletics well. It has helped insure

7 Summary Results from the 1987-88 National Study of Intercollegiate Athletes. Palo Alto, CA: American Institutes for Research, November, 1988. Table 5, page 26.

8 "Academic Reporting Compilation, 1989, Division I." Table 4.

that more student-athletes are prepared for the rigors of undergraduate study. It is time to build on and extend its success. We recommend that:

- By 1995 prospective student-athletes should present 15 units of high school academic work in order to be eligible to play in their first year.[9]

- A high school student-athlete should be *ineligible* for reimbursed campus visits or for signing a letter of intent until the admissions office indicates he or she shows reasonable promise of being able to meet the requirements for a degree.[10]

- Student-athletes transferring from junior colleges should meet the admissions requirements applied to other junior college students. Moreover, junior college transfers who did not meet NCAA Proposition 48 requirements when they graduated from high school should be required to sit out a year of competition after transfer.

- Finally, we propose an NCAA study of the conditions under which colleges and universities admit athletes. This study should be designed to see if it is feasible to put in place admissions requirements to insure that the range of academic ability for incoming athletes, by sport, would approximate the range of abilities for the institution's freshman class.

2. The letter of intent should serve the student as well as the athletics department. Incoming freshmen who have signed a letter of intent to attend a particular institution should be released from that obligation if the head coach who recruited them leaves the institution, or if the institution is put on probation by the NCAA, before they enroll. Such incoming student-athletes should be automatically eligible to apply to any other college or university, except the head or assistant coach's new home, and to participate in intercollegiate athletics. Currently, student-athletes are locked into the institution no matter how its athletics program changes — a restriction that applies to no other student.

9. The 1980s educational reform movement called for far more rigorous high school preparation for all. A Nation at Risk, for example, strongly recommended a rigorous high school program of at least 15 units. In acquiescing to a standard of 11 core units as an eligibility standard for athletes, universities have sent the wrong message to all students. College Entrance Examination Board data indicate that this recommendation alone can help resolve the SAT controversy surrounding Proposition 48. Students who complete less than 15 academic units in high school have average SAT scores of 756, slightly above the Proposition 48 minimum. Students who complete 15 units have average scores of 791; those who complete 16, average scores of 815.

10. The concept of a "Letter of Intent" was developed by the Conference Commissioners Association to reduce recruiting pressures on high school athletes. Once a high school athlete has signed a letter of intent to attend a particular institution, recruiters from other institutions have to respect that decision.

3. **Athletics scholarships should be offered for a five-year period.** In light of the time demands of athletics competition, we believe that eligibility should continue to be limited to a period of four years, but athletics scholarship assistance routinely should cover the time required to complete a degree, up to a maximum of five years. Moreover, the initial offer to the student-athlete should be for the length of time required to earn a degree up to five years, not the single year now mandated by NCAA rules. The only athletics condition under which the five-year commitment could be broken would be if the student refused to participate in the sport for which the grant-in-aid was offered. Otherwise, aid should continue as long as the student-athlete remains in good standing at the institution.

4. **Athletics eligibility should depend on progress toward a degree.** In order to retain eligibility, enrolled athletes should be able to graduate within five years and to demonstrate progress toward that goal each semester. At any time during the student-athlete's undergraduate years, the university should be able to demonstrate that the athlete can meet this test without unreasonable course loads. Further, eligibility for participation should be restricted to students who meet the institution's published academic requirements, including a minimum grade point average when applicable.

5. **Graduation rates of athletes should be a criterion for NCAA certification.** The Commission believes that no university should countenance lower graduation rates for its student-athletes, in any sport, than it is willing to accept in the full-time student body at large. Fundamental to the restoration of public trust is our belief that graduation rates in revenue-producing sports should be a major criterion on which NCAA certification depends.

THE "THREE": FINANCIAL INTEGRITY

An institution of higher education has an abiding obligation to be a responsible steward of all the resources that support its activities — whether in the form of taxpayers' dollars, the hard-earned payments of students and their parents, the contributions of alumni, or the revenue stream generated by athletics programs. In this respect, the responsibility of presidents and trustees is singular.

Costs — A 1990 College Football Association study indicated that in the prior four years, the cost of operating an athletics department increased 35 percent while revenues increased only 21 percent. For the first time in its surveys, said the CFA,

average expenses exceeded average income. Overall, 39 of 53 institutions responding — including some of the largest and presumably the most successful sports programs — are either operating deficits or would be without institutional or state support. More comprehensive data from the NCAA confirm that, on average, the athletics programs of Division I-A institutions barely break even.[11] When athletics expenses are subtracted from revenues, the average Division I-A institution is left with $39,000.

Particular vigilance is required to assure that central administrators set the terms under which the university engages the larger economic environment surrounding big-time college sports.

The Larger Economic Environment — Big-time sports programs are economic magnets. They attract entertainment and business interests of a wide variety. They support entire industries dedicated to their needs and contests. But while college sports provide a demonstrably effective and attractive public showcase for the university, potential pitfalls abound because of the money involved. Particular vigilance is required to assure that central administrators set the terms under which the university engages the larger economic environment surrounding big-time college sports. The lack of such monitoring in the past explains many of the financial scandals that have tarnished college athletics.

The Commission therefore recommends that:

1. **Athletics costs must be reduced.** The Commission applauds the cost control measures — including reductions in coaching staff sizes, recruiting activities and the number of athletics scholarships — approved at the 1991 NCAA convention. It is essential that presidents monitor these measures to insure that, in the name of "fine tuning," these provisions are not watered down before they become fully effective in 1994. We urge the Presidents Commission, athletics directors and the NCAA leadership to continue the search for cost reduction measures.

2. **Athletics grants-in-aid should cover the full cost of attendance for the very needy.** Despite the Commission's commitment to cost reduction, we believe existing grants-in-aid (tuition, fees, books, and room and board) fail to adequately address the needs of some student-athletes. Assuming the ten percent reduction in scholarship numbers approved at the 1991 NCAA convention is put in place, we recommend that grants-in-aid for low-income athletes be expanded to the "full cost of attendance," including personal and miscellaneous expenses, as determined by federal guidelines.

11. Raiborn, Mitchell H., Revenues and Expenses of Intercollegiate Athletics Programs. Overland Park, Kansas: National Collegiate Athletic Association, October 1990. Table 4.1, page 53.

3. The independence of athletics foundations and booster clubs must be curbed. Some booster clubs have contributed generously to overall athletics revenues. But too many of these organizations seem to have been created either in response to state laws prohibiting the expenditure of public funds on athletics or to avoid institutional oversight of athletics expenditures. Such autonomous authority can severely compromise the university. Progress has been made in recent years in bringing most of these organizations under the control of institutions. More needs to be done. The Commission believes that no extra-institutional organization should be responsible for any operational aspect of an intercollegiate athletics program. All funds raised for athletics should be channeled into the university's financial system and subjected to the same budgeting procedures applied to similarly structured departments and programs.

4. The NCAA formula for sharing television revenue from the national basketball championship must be reviewed by university presidents. The new revenue-sharing plan for distributing television and championship dollars has many promising features — funds for academic counseling, catastrophic injury insurance for all athletes in all divisions, a fund for needy student-athletes, and financial support for teams in all divisions, including increased transportation and per diem expenses. Nonetheless, the testimony before this Commission made it clear that a perception persists that the plan still places too high a financial premium on winning and that the rich will continue to get richer. The Commission recommends that the plan be reviewed annually by the Presidents Commission during the seven-year life of the current television contract and adjusted as warranted by experience.[12]

5. All athletics-related coaches' income should be reviewed and approved by the university. The Commission believes that in considering non-coaching income for its coaches, universities should follow a well-established practice with all faculty members: If the outside income involves the university's functions, facilities or name, contracts for particular services should be negotiated with the university. As part of the effort to bring athletics-related income

12. Congressman McMillen offers the following opinion: I do not fully agree with this report's recommendation regarding the revenue distribution plan that presidents need only "review" the new formula. This is the most important reform necessary in intercollegiate athletics — without it, all other reforms will be difficult, if not impossible, to enact. While the NCAA and this Commission have focused primarily on basketball revenues, we have not begun to address conferences' and institutions' revenues from athletics, including bowl games. I recommend that an independent panel review this issue and propose a new model for revenue distribution that eliminates the "winner-take-all (or most)" mentality that results in violation of NCAA rules, exploitation of student-athletes, and the commercialization of college athletics.

into the university, we recommend that the NCAA ban shoe and equipment contracts with individual coaches. If a company is eager to have an institution's athletes using its product, it should approach the institution not the coach.

6. **Coaches should be offered long-term contracts.** Academic tenure is not appropriate for most coaches, unless they are *bona fide* members of the faculty. But greater security in an insecure field is clearly reasonable. The Commission suggests that within the first five years of contractual employment, head and assistant coaches who meet the university's expectations, including its academic expectations, should be offered renewable, long-term contracts. These contracts should specifically address the university's obligations in the event of termination, as well as the coach's obligations in the event he or she breaks the contract by leaving the institution.

7. **Institutional support should be available for intercollegiate athletics.** The Commission starts from the premise that properly administered intercollegiate athletics programs have legitimate standing in the university community. In that light, general funds can appropriately be used when needed to reduce the pressure on revenue sports to support the entire athletics program. There is an inherent contradiction in insisting on the one hand that athletics are an important part of the university while arguing, on the other, that spending institutional funds for them is somehow improper.

THE "THREE": CERTIFICATION

The third leg of our triangle calls for independent authentication by an outside body of the integrity of each institution's athletics program. It seems clear that the health of most college athletics programs, like the health of most individuals, depends on periodic checkups. Regular examinations are required to ensure the major systems are functioning properly and that problems are treated before they threaten the health of the entire program. Such checkups should cover the entire range of academic and financial issues in intercollegiate athletics.

The academic and financial integrity of college athletics is in such low repute that authentication by an outside agency is essential. Periodic independent assessments of a program can go a long way toward guaranteeing that the athletics culture on campus responds to academic direction, that expenditures are routinely reviewed, that the president's authority is respected by the board of trustees, and that the trustees stand for academic values when push comes to shove in the athletics department.

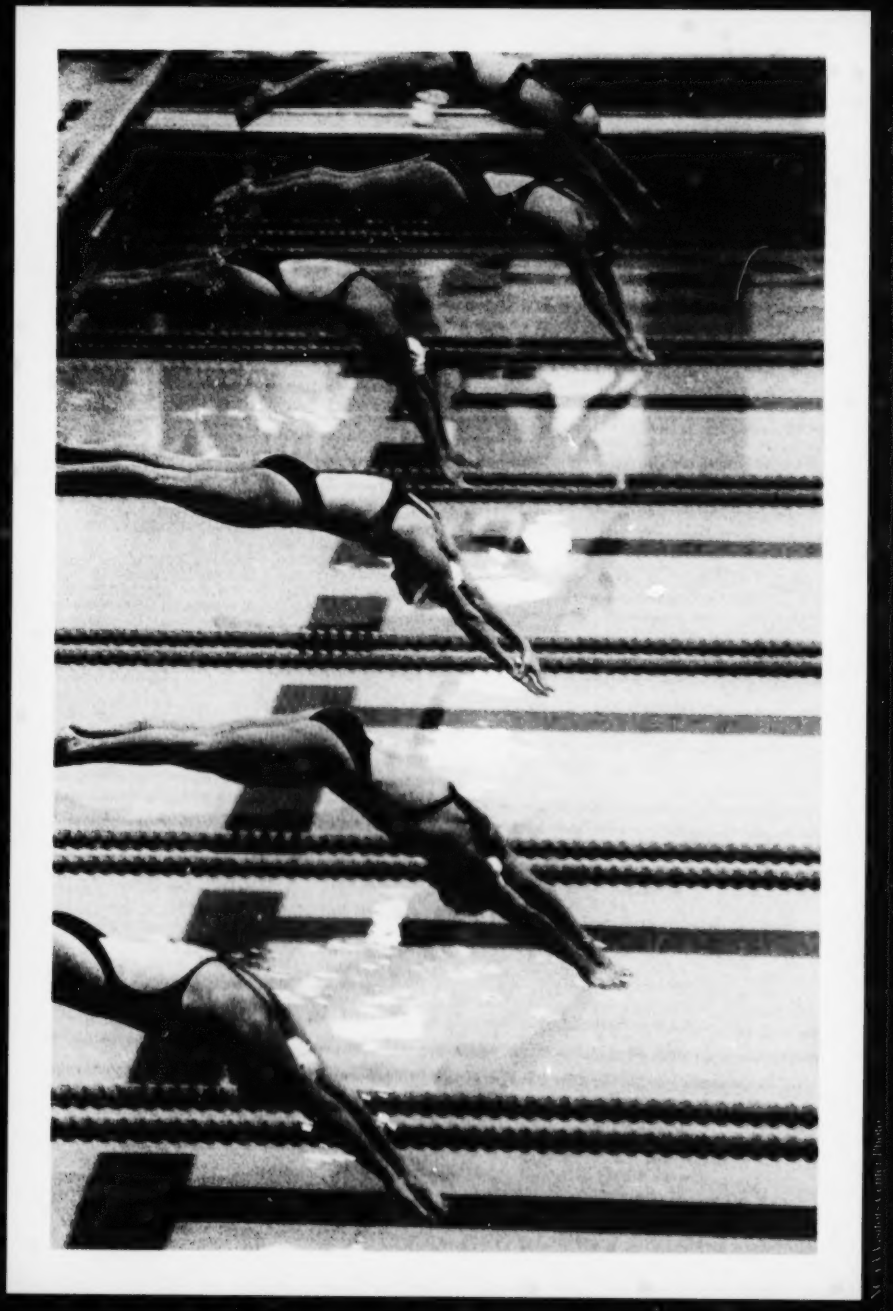
Regarding independent certification, the Commission therefore recommends:

1. **The NCAA should extend the certification process to all institutions granting athletics aid.** The NCAA is now in the midst of a pilot effort to develop a certification program which will, when in place, certify the integrity of athletics programs. We recommend that this pilot certification process be extended on a mandatory basis to all institutions granting athletics aid. Of critical importance to the Commission in its support of this new activity is the assurance of NCAA officials that certification will depend, in large measure, on the comparison of student-athletes, by sport, with the rest of the student body in terms of admissions, academic progress and graduation rates. Equally important are plans to publicly identify institutions failing the certification process.

...certification will depend, in large measure, on the comparison of student-athletes, by sport, with the rest of the student body in terms of admissions, academic progress and graduation.

2. **Universities should undertake comprehensive, annual policy audits of their athletics program.** We urge extending the annual financial audit now required by the NCAA to incorporate academic issues and athletics governance. The new annual review should examine student-athletes' admissions records, academic progress and graduation rates, as well as the athletics department's management and budget. This activity should serve as preventive maintenance to insure institutional integrity and can provide the annual raw data to make the certification process effective.

3. **The certification program should include the major themes put forth in this document.** If the new certification program is to be effective and institutions are to meet its challenge, we believe colleges and universities will be forced to undergo the most rigorous self-examination of the policies and procedures by which they control their sports programs. This document concludes with ten principles that, in the form of a restatement of the Commission's implementing recommendations, can serve as a vehicle for such self-examination. We urge the NCAA to incorporate these principles into the certification process.



Putting Principles Into Action

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"I think it's important that...CEOs, faculty senates, admissions directors, athletics directors and coaches stand collectively to say we're all in favor of clearing up problems as they exist."

Terry Donahue
Head Football Coach
University of California
Los Angeles
Commission Panelist
April 16, 1990

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Putting Principles Into Action

Reform will not be realized with calls for improvement or with recommendations that sit on a shelf. What is required is a great nationwide effort to move reform from rhetoric to reality. This campaign should be directed at putting the "one-plus-three" model in place and ridding intercollegiate athletics of abuse.

This effort must take root on individual campuses; it cannot be imposed from without. It should draw on the energy of university presidents and trustees. It should seek the counsel of athletics directors, coaches, faculty and alumni, and call forth the best that is in our student-athletes. This campaign needs the assistance of secondary school administrators and the staunch support of the NCAA. With these elements in place, college sports can be transformed.

If that is to happen, the major actors involved in intercollegiate athletics must clearly understand their roles. The Commission wishes to speak directly to each of them.

TO COLLEGE AND UNIVERSITY PRESIDENTS:

Your success at the 1991 NCAA convention confirms what we believe: You are the linchpin of the reform movement. At your own institution, your efforts are critical to a sound athletics program, one that honors the integrity of both your institution and the students wearing your colors. Together with your colleagues across the nation you can assure that college athletics serve the best ideals of higher education.

This report suggests how you can make a difference on your campus. It recommends your involvement in directing your athletics conference and in strengthening the policy-making role of presidents within the NCAA. It insists that you pay greater attention to the academic and financial functioning of your athletics department. We ask that you maintain open lines of communication with your athletics director; there should be no misunderstanding about your institution's academic and athletics goals. The burden is on you to insist that athletics reform is a matter of utmost concern in your institution's *academic* priorities.

TO CHAIRS OF GOVERNING BOARDS:

When you support your president in these reforms success will be assured. If you do not, we do not know how reform can be accomplished.

The proper role of a board is policy and oversight, not management and personnel actions. The board you lead can be the conscience of the university and the strong right arm of the president. But, without your firm hand, your board can easily lose its way amidst the doubts and misgivings that attend any great undertaking. Your task is to assure unity of purpose and firmness of resolve. Your reward will be an institution secure in the knowledge that no crisis of public confidence can arise from scandal in the athletics program.

TO THE FACULTY:

You are the inheritors of a tradition stretching back through the centuries. It holds that the faculty is responsible for academic standards and protecting the curriculum.

Your first responsibility is to that inheritance. If your institution offers classes or courses of study designed largely for student-athletes, you have fallen short. You cannot remain true to the tradition you bear by permitting athletes to masquerade as students.

Your second task is to help insure that your institutional representatives to the NCAA are not confused about their purpose. The evidence presented to the Commission indicates that some faculty athletics representatives have not fulfilled their potential as guardians of the academic interest. Working with the president, you must make it clear that these faculty members attend athletics meetings to represent the academic values of the institution.

TO ATHLETICS DIRECTORS:

It is up to you to put muscle and sinew on the framework we have suggested here and to oversee its day-to-day implementation. Most of you understand the importance of what we are proposing and have already supported essential elements of our plan within the councils of the NCAA.

Your most difficult task will be to counterbalance the traditional demand for winning teams with the renewed call for integrity and the equitable treatment of all athletes. Your best guide will come not from boosters with short memories, but from your president and your institution's trustees. Their larger vision of the university's responsibilities and their longer memory of its achievements represent your surest standards.

Your success as a leader in athletics reform will undoubtedly be judged by your ability to transform the athletics culture on your campus. That culture must be reshaped

from one in which winning is everything to one in which competition is grounded in the "one-plus-three" model.

TO COACHES:

We know that at their best coaches are educators, mentors, and loyal advocates for their institutions and for higher education. We understand that you are on the front line — forced to make career-shaping decisions under great pressure, constantly on the alert to insure that rivals do not gain an advantage over you, your program or your institution.

...make them understand that fewer than one in a hundred will ever make a living from their athletic ability. Emphasize to them the value of a college degree.

You and your colleagues are the adults with the greatest day-to-day contact with our student-athletes. You must make them understand that fewer than one in a hundred will ever make a living from their athletic ability. Emphasize to them the value of a college degree. Insist that the privilege of being a member of your squad carries with it the obligation of being a student in good standing. Search out every opportunity to drive home the point that your athletes' behavior, on and off the field, is important not merely because it reflects on your institution or on you, but most significantly because of what it says about them. Your satisfaction will be a lifetime associated with adults who have, with your assistance, achieved their full potential.

Your most difficult challenge may be to take to heart the warning in this document that if intercollegiate sport will not police itself, others will. That is no empty threat. It is essential that you forego the temptation to cynicism and, with your colleagues throughout the coaching profession, forge a coalition for reform built around the "one-plus-three" model.

TO THE ALUMNI:

As a product of your institution, you have a critical role to play in safeguarding its reputation. University presidents, faculty members and members of governing boards come and go, but you remain.

In the marketplace, the value of your degree is based on your institution's reputation today, not the reputation it enjoyed when you were students. You can help protect the stake you hold in that degree by insisting that the athletics program is directed along ethical lines. Through your formal participation in structures such as governing boards, alumni boards, athletics councils and local alumni clubs, you can insist that your institution holds fast to the reform model we present here.

TO STUDENT-ATHLETES:

No one has a greater stake in the outcome of the issues described here than you. With this document the Commission has placed your concerns at the heart of athletics administration. If these reforms are adopted, letters of intent will no longer bind so tightly, the initial grant-in-aid offer will no longer be for only one year, and our institutions will renew their commitment to deliver educationally even if you are injured and unable to play.

You must deliver, too. University presidents, trustees, athletics directors and coaches have the power only to create the conditions under which you can reap the rewards of a university education. You must gather that harvest. We plead with you to understand that — unless you are one of the remarkably talented and very lucky —when your athletics eligibility has expired *your playing days are over.* Your task, even if you are one of the fortunate few, is to prepare yourself for the years and decades that stretch ahead of you beyond college. Boosters and alumni cannot do that for you. Presidents and coaches cannot create your future. You must create it yourself. The best place to do that is in the classroom, the library and the laboratory.

TO SECONDARY SCHOOL OFFICIALS:

Many of you have objected over the years to the overemphasis on athletics at the collegiate level. But the nature of the problem has, in recent years, changed. We sense that some secondary school programs now emulate the worst features of too many collegiate programs: recruiting abuses, permitting athletics to interfere with college preparation, standing by as coaches enter into shoe contracts, permitting the time demands for team travel to grow beyond reason, and pursuing television exposure and national rankings with the same passion as colleges and universities.

With this report, we are doing our very best to reestablish important values at the center of intercollegiate sport — and to restore the student-athlete to the center of our concern. We ask you to join us in this effort.

In particular, we ask you to cooperate with us in putting an end to all-star games during the academic year, and to summer camps and leagues dominated by

commercial interests. These activities promote a false sense of the importance of athletics in the student's long-term future. We urge you to encourage high school athletes to spend as much time preparing themselves academically as they do preparing themselves athletically. We suggest that you guide them toward institutions that will put their welfare as students and their maturation as young adults ahead of their performance as athletes. We encourage you to make them aware of the importance of attending institutions that have adopted the "one-plus-three" model set forth in this report.

TO THE NATIONAL COLLEGIATE ATHLETIC ASSOCIATION:

Finally, we address the National Collegiate Athletic Association — both our colleagues in the institutions which constitute the Association and the staff which directs the organization in their name. Throughout this document we have alluded to the NCAA. We have applauded it when justified and taken it to task when appropriate.

The NCAA has many critics. Aggrieved institutions and coaches complain about it. Disappointed boosters and politicians disagree with it. Enraged editors attack it. Presidents and academics complain that its investigative techniques are unfair. Some of the members of this Commission are among the organization's more severe critics; most of us are not.

We want to make a few major points with respect to the NCAA. First, if it did not exist, higher education would have to create it, or something very much like it. It is clear that a governing, rulemaking and disciplinary body of some sort is required. This Commission cannot impose progress; major change has to grow from within and mature through governing bodies. Handcuffing the NCAA is no way to advance athletics reform.

Second, critics of the NCAA — particularly those in higher education — should be reminded that it is not some mysterious, omnipotent, external force. It is simply the creature of its own members. Colleges and universities have only themselves to blame for its shortcomings, real or imagined; the power to change the Association rests entirely within their hands.

Third, our recommendation for advancing reform through the NCAA is built on our bedrock principle of presidential control. In fact, the organization itself preaches presidential authority on campus. The activities of the Association should reflect that conviction.

Finally, with that change in place we ask that the NCAA apply itself to the task of simplifying and codifying complex NCAA rules and procedures. Any man or

woman on the street should be able to understand what the NCAA does, how it works, how it makes its decisions, and, in particular, how it determines its sanctions. As it stands, not only can the average citizen not answer those questions, but very few presidents, athletics directors, coaches or student-athletes can predict what it is likely to do in any given circumstance. This situation must be addressed.[13]

Principles For Action

It is clear that this nationwide effort must grow from our campuses. We have reduced the essence of our concerns to the "one-plus-three" model. We have expanded this model through the implementing recommendations that form the core of Chapter II. But the question remains, where to begin?

We believe that any institution wishing to take seriously the "one-plus-three" model would do well to start with the following statement of principles which recasts this report's main themes. We urge presidents to make this statement the vehicle for serious discussions within their institutions and, in particular, with the members of the governing board. Each principle is significant. Each deserves a separate conversation. Together they can define what the university expects, and how it hopes to realize its expectations.

A STATEMENT OF PRINCIPLES

Preamble: This institution is committed to a philosophy of firm institutional control of athletics, to the unquestioned academic and financial integrity of our athletics program, and to the accountability of the athletics department to the values and goals befitting higher education. In support of that commitment, the board, officers, faculty and staff of this institution have examined and agreed to the following general principles as a guide to our participation in intercollegiate athletics:

I. The educational values, practices and mission of this institution determine the standards by which we conduct our intercollegiate athletics program.

13. Congressman McMillen offers the following opinion: This report does not address an area of intercollegiate athletics in dire need of investigation: the enforcement process. It behooves forces outside of athletics circles, including government entities, to ensure that the NCAA and other intercollegiate athletics associations do not haphazardly enforce their own concept of justice without appropriate consideration of the due process rights of individuals and institutions. The NCAA has immense power to damage the reputation of institutions and devalue the American taxpayer's investment in higher education. This power must be monitored and, if necessary, curtailed to conform with the larger imperative for fairness in a democratic society. [Note: In his 1991 State of the Association address, NCAA Executive Director Richard Schultz announced plans for the establishment of a special committee to review the Association's enforcement process.]

II. The responsibility and authority for the administration of the athletics department, including all basic policies, personnel and finances, are vested in the president.

III. The welfare, health and safety of student-athletes are primary concerns of athletics administration on this campus. This institution will provide student-athletes with the opportunity for academic experiences as close as possible to the experiences of their classmates.

IV. Every student-athlete — male and female, majority and minority, in all sports — will receive equitable and fair treatment.

V. The admission of student-athletes — including junior college transfers — will be based on their showing reasonable promise of being successful in a course of study leading to an academic degree. That judgment will be made by admissions officials.

VI. Continuing eligibility to participate in intercollegiate athletics will be based on students being able to demonstrate each academic term that they will graduate within five years of their enrolling. Students who do not pass this test will not play.

VII. Student-athletes, in each sport, will be graduated in at least the same proportion as non-athletes who have spent comparable time as full-time students.

VIII. All funds raised and spent in connection with intercollegiate athletics programs will be channeled through the institution's general treasury, not through independent groups, whether internal or external. The athletics department budget will be developed and monitored in accordance with general budgeting procedures on campus.

IX. All athletics-related income from non-university sources for coaches and athletics administrators will be reviewed and approved by the university. In cases where the income involves the university's functions, facilities or name, contracts will be negotiated with the institution.

X. We will conduct annual academic and fiscal audits of the athletics program. Moreover, we intend to seek NCAA certification that our athletics program complies with the principles herein. We will promptly correct any

deficiencies and will conduct our athletics program in a manner worthy of this distinction.

We believe these ten principles represent a statement around which our institutions and the NCAA can rally. It is our hope that this statement of principles will be incorporated into the Association's developing certification program. The Commission believes that the success of the NCAA certification program must be judged on the degree to which it advances these principles as the fundamental ends of intercollegiate programs. Ideally, institutions will agree to schedule only those colleges and universities that have passed all aspects of the certification process: Institutions that refuse to correct deficiencies will find themselves isolated by the vast majority of athletics administrators who support intercollegiate athletics as an honorable tradition in college life.

The members of the Knight Foundation Commission are convinced, as we know most members of the public and of the athletic and academic worlds are convinced, that changes are clearly required in intercollegiate athletics. Making these changes will require courage, determination and perseverance on the part of us all. That courage, determination and perseverance must be summoned. Without them, we cannot move forward. But with them and the "one-plus-three" model we cannot be held back. The combination makes it possible to keep faith with our student-athletes, with our institutions, and with the public that wants the best for them both.

Appendix A: Acknowledgments

The Commission is grateful for the contributions of many individuals and organizations whose assistance made this report possible.

Our first acknowledgment goes to the Board of Trustees of Knight Foundation. Their belief in the importance of this effort launched this Commission. The Foundation has been generous in its support and unflagging in its commitment to the reform of intercollegiate athletics. The leadership of Knight Foundation President Creed Black has inspired us all throughout the course of this project.

We also appreciate the many contributions of the able and hard working staff which helped guide our work. Staff Director Christopher Morris helped keep the Commission focused on its objectives. His experience in athletics administration on three different campuses was a critical resource for the Commission. Associate Director Maureen Devlin was tireless in preparing and reviewing materials, responding to our needs, and checking our facts. Roger Valdiserri, Associate Athletics Director, University of Notre Dame, served ably as Executive Assistant to Fr. Hesburgh. Bryan Skelton provided important research assistance and administrative support.

James Harvey provided timely briefings to the Commission and served as principal draftsman of this document. Bruce Boston and Adam Kernan-Schloss of James Harvey and Associates, Washington, D.C. also assisted in developing the report. John Underwood provided skillful editing of the final draft. Louis Harris addressed the Commission and lent key insights on several aspects of our work. The report was designed by Luquire George Andrews, Inc. and printed by Washburn Graphics.

Finally, we wish to extend our thanks to the dozens of men and women — athletes, coaches, athletics directors, faculty members, conference commissioners, television executives, writers, accrediting officials and leaders from professional sports — who took the time to share their thoughts with us. Their participation was invaluable.

Appendix B: Meeting Participants

CONFERENCE COMMISSIONERS

Eugene Corrigan
Atlantic Coast Conference

Kenneth Free
Mid-Eastern Athletic Conference

Fred Jacoby
Southwest Conference

Joseph Kearney
Western Athletic Conference

Charles Neinas
College Football Association

Patty Viverito
Gateway Collegiate Athletic Conference

James Frank
Southwestern Athletic Conference

Thomas Hansen
Pacific-10 Conference

Carl James
Big Eight Conference

Margie McDonald
High Country Athletic Conference

Ronald Stephenson
Big Sky Athletic Conference

Kevin Weiberg
Associate Commissioner
Big Ten Conference

FACULTY ATHLETICS REPRESENTATIVES

Oscar Butler
South Carolina State University

Norris Edney
Alcorn State University

Daniel Gibbons
University of Oklahoma

Jerry Kingston
Arizona State University

Billy Seay
Louisiana State University

Yvonne Slatton
University of Iowa

Albert Witte
University of Arkansas

Richard Dunn
University of Washington

Charles Ehrhardt
Florida State University

Carla Hay
Marquette University

Daniel Regan
Villanova University

B.J. Skelton
Clemson University

Robert Sweazy
Texas Technological University

Appendix

ATHLETICS DIRECTORS AND SENIOR WOMEN ADMINISTRATORS

Richard Bay
University of Minnesota

Joan Cronan
University of Tennessee

Karen Fey
New Mexico State University

William Flynn
Boston College

Christine Grant
University of Iowa

Charles Harris
Arizona State University

Kaye Hart
Utah State University

Judith Holland
University of California, Los Angeles

Samuel Jankovich
University of Miami

Jack Lengyel
U.S. Naval Academy

C.M. Newton
University of Kentucky

Marcia Saneholtz
Washington State University

Richard Tamburo
University of Missouri

Glen Tuckett
Brigham Young University

Chris Voelz
University of Minnesota

BASKETBALL COACHES

Dale Brown
Louisiana State University

Jill Hutchison
Illinois State University

Robert Knight
Indiana University

Michael Krzyzewski
Duke University

Richard Phelps
University of Notre Dame

Rene Portland
Pennsylvania State University

George Raveling
University of Southern California

Dean Smith
University of North Carolina

Vivian Stringer
University of Iowa

John Thompson
Georgetown University

Roy Williams
University of Kansas

FOOTBALL COACHES

Terry Donahue
University of California, Los Angeles

Richard MacPherson
Syracuse University

Joseph Paterno
Pennsylvania State University

Richard Sheridan
North Carolina State University

Dennis Green
Stanford University

Thomas Osborne
University of Nebraska

Francis Peay
Northwestern University

STUDENT-ATHLETES

David Berkoff
Harvard University

Susan Nissen
Central Michigan University

Henrietta Walls
University of North Carolina

Shola Lynch
University of Texas, Austin

Todd Sandroni
University of Mississippi

Jason Wilkie
Central Michigan University

ADDITIONAL PARTICIPANTS

Arthur Ashe
Author

John Berry
Florida Bar Association

Charles Cook
New England Association of Schools and Colleges

Daniel Dutcher
National Collegiate Athletic Association

Russ Granik
National Basketball Association

Gregg Hartley
Athletic Footwear Association

Richard Lapchick
Center for the Study of Sport in Society

John Moylan
De Matha Catholic High School

Barbara Bergmann
American University

Robert Bradley
University of Kentucky

Frank Deford
The National

Paul Getto
Kansas Association of School Boards

Frank Haggard
Iowa State University

David Knopp
National Collegiate Athletic Association

Bill Moyers
Public Affairs Television

Neal Pilson
CBS Sports

Appendix

Harvey Schiller
U.S. Olympic Committee

Fred Stroock
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John Thelin
College of William and Mary

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